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ABSTRACT

This report includes the findings of a California task force convened to examine juvenile and youthful sex offenders and the impact of their behavior on the citizenry. The foreword notes this report attempts to identify informational and research needs and encourage networking and coordination to support state and local efforts to improve the delivery of justice system services and responds to the need to emphasize public protection and offender accountability. Forty-one recommendations are made and discussed. The recommendations fall into these categories: (1) treatment of sex offenders; (2) surveillance and control; (3) training of staff working with offenders; (4) victim awareness; (5) interagency networking; (6) research and evaluation needs; and (7) legislation. The appendix includes a list of task force members, survey questions, individuals who testified, a description of a model treatment program, and a bibliography. (ABL)

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FOREWORD

This report is published by the Department of the Youth Authority in response to the serious problem posed by juvenile and youthful sex offenders. It includes the findings and recommendations of a task force convened to examine this offender group and the impact of their behavior upon our citizens.

The report represents an attempt to identify informational and research needs and encourage networking and coordination to support state and local efforts to improve the delivery of justice system services. It also responds to the need to emphasize public protection and offender accountability, and to provide differential programming to wards in institutions and on parole.

Many of the recommendations have already been implemented and others will be given high priority by committing training and research resources. Pilot projects have resulted in strong law enforcement and community support. Especially noteworthy is a bill by Senator John Seymour which strengthens and expands existing law concerning registration of sex offenders. The bill was passed and signed into law by Governor Deukmejian.

My thanks to the task force and the many other individuals who made the effort successful. I feel confident that this publication will assist us all in our efforts to enhance public protection while, at the same time, providing the best possible service to these young offenders.

James Rowland

James Rowland, Director

January 1986

DEPARTMENT OF THE YOUTH AUTHORITY'S TASK FORCE ON SEX OFFENDERS

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FINAL REPORT JANUARY 1986

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INTRODUCTION

Sex offenses by adolescents in California pose a serious problem which has received inadequate attention. In response, the Director of the Youth Authority commissioned a Sex Offender Task Force in 1984 to gather information and make recommendations about treatment, surveillance and control, training, victim awareness, interagency networking, legislation and research. The recommendations primarily impact the Youth Authority but also are applicable to local programs.

SCOPE AND METHODOLOGY

Task Force membership represented all facets of the Youth Authority, including institutions, parole, research and victim services. Three members from outside the Department represented law enforcement, private therapists and the Office of Criminal Justice Planning (See Appendix A). A nine-month timetable called for a fact-finding effort which included a series of public meetings held throughout California (Stockton, Sacramento, Ventura, Chino, Los Angeles, San Jose, Oakland, San Diego). More than 100 people provided verbal testimony. Written input, based upon a specially designed format, was received from approximately 115 others (See Appendixes B and C).

Several of the hearings were held in Youth Authority institutions throughout the State to allow a maximum number of Youth Authority staff to attend and to provide the opportunity for local persons outside the Department to appear and offer testimony. Outside respondents included private therapists, law enforcement and probation personnel, persons representing victim advocate groups and rape crisis centers, mental health personnel, staff from the Departments of Corrections and Justice, prosecutors and the judiciary, and social and youth services employees including child protective services.

NATURE OF THE PROBLEM

It is widely held that the special problems of adolescent sex offenders have tended to be ignored and neglected and often responded to in an inappropriate manner. Intervention is rarely made at the crucial point where the young offender first exhibits abnormal or abusive sexual behavior. This behavior is usually ignored or excused until it develops into a violent act of rape, sodomy or sexual homicide. Public outrage and costly incarceration without appropriate treatment is the usual response, which is too little and too late. In failing to address the serious problems of these young offenders in a timely and appropriate manner, we may help to perpetuate continuing cycles of sexual misbehavior and abuse. For a better and more complete understanding of this problem, the reader is referred to Fay Honey Knopp's work entitled "Remedial Intervention in Adolescent Sex Offenses: Nine Program Descriptions."

In California, as elsewhere, adolescent sex offenses are widely underreported. Often charges are not filed, are dismissed for lack of an available witness willing and capable of providing convincing testimony, or are reduced in seriousness; e.g., a rape becomes the lesser offense of assault. Also, many sexual crimes are hidden in other offenses; for example, a rape where the victim is killed is reported as homicide. A burglary incident where undergarments are taken or a robbery where the victim is fondled, are also examples.

In 1983 in California, there were 2,575 felony arrests for sex offenses of people under 20 years old. Twenty-four percent of all felony arrests for sex offenses were from this age group. Nearly 1,000 of the arrests were for forcible rape by those under 20 years old. There were also more than 4,500 misdemeanor arrests for sex offenses of people under 20.

According to the 1983 California Attorney General's Report on Crime and Delinquency, juvenile felony arrests (of those under 18) for sex offenses numbered over 1,850 in California in 1983. This was higher than in any of the previous five years, primarily because of the 35% increase in juvenile arrests for lewd and lascivious conduct from the previous year. Nearly 600 of the juvenile felony arrests were for forcible rape; over 700 for lewd or lascivious conduct. The Los Angeles District Attorney's office reports a recent 72 percent increase in petitions filed alleging sex offense assaults by juveniles.

While many of the adolescent sex offenders who are arrested and later found by the courts to have committed the offense remain in the local criminal justice system, a substantial number of them are committed to the Youth Authority. During 1983, 210 male offenders were committed to the Youth Authority for sex offenses. Of these, 117 were committed for forcible rape.

Because many sex offenders stay in institutions longer than the average Youth Authority ward, their presence in the Department's institutions is even greater than their numbers at admission would indicate. Of the 458 currently in Youth Authority institutions, committed specifically for sex offenses, 291 were for violent rape, 11 for statutory rape, 84 for lewd and lascivious acts, 70 for sodomy/sex perversion, and 2 involved miscellaneous offenses. There is a comparable offense pattern for the 292 wards now under parole supervision.

SEX OFFENDER TASK FORCE RECOMMENDATIONS

RECOMMENDATION NO. 1:

AN ASSESSMENT PROCEDURE SHOULD BE ESTABLISHED AT THE RECEPTION CENTERS TO IDENTIFY THE VARIOUS LEVELS OF NEED FOR CONTROL AND TREATMENT OF EACH SEX OFFENDER.

RECOMMENDATION NO. 2:

COUNSELING SERVICES SHOULD BE PROVIDED FOR ALL SEX OFFENDERS.

RECOMMENDATION NO. 3:

A MODEL INTENSIVE TREATMENT PROGRAM EXCLUSIVELY FOR SEX OFFENDERS SHOULD BE ESTABLISHED.

RECOMMENDATION NO. 4:

MINORITY, BILINGUAL AND FEMALE STAFF SHOULD BE ASSIGNED TO SEX OFFENDER TREATMENT PROGRAMS.

RECOMMENDATION NO. 5:

ALL TREATMENT APPROACHES SHOULD HAVE COMPONENTS WHICH FOCUS UPON THE SEX OFFENDER AS POSSIBLY HAVING BEEN A VICTIM.

RECOMMENDATION NO. 6:

NETWORKING OF INSTITUTIONAL TREATMENT STAFF WITH PAROLE AND COMMUNITY AGENCIES SHOULD OCCUR ON A PLANNED BASIS.

RECOMMENDATION NO. 7:

TREATMENT SERVICES FOR SEX OFFENDERS ON PAROLE SHOULD BE IDENTIFIED/DEVELOPED BY PROVIDING FINANCIAL RESOURCES TO CONTRACT FOR THERAPY SERVICES, DEVELOPING CRITERIA (STANDARDS) TO ASSESS QUALIFICATIONS OF PRIVATE THERAPISTS PROVIDING THIS SERVICE, AND BY EXPLORING THE FEASIBILITY OF A PAROLE OUTPATIENT CLINIC PROGRAM.

RECOMMENDATION NO. 8

EFFECTIVENESS OF SEX OFFENDER TREATMENT PROGRAMS SHOULD BE EVALUATED BY MONITORING OUTCOMES.

RECOMMENDATION NO. 9:

A POLICY SHOULD BE DEVELOPED MANDATING THAT ALL PAROLED SEX OFFENDERS REPORT TO THE LOCAL LAW ENFORCEMENT AGENCY FOR IDENTIFICATION, INFORMATIONAL AND CONTROL PURPOSES.

RECOMMENDATION NO. 10:

REGULAR CONTACT SHOULD BE MAINTAINED WITH LAW ENFORCEMENT FOR THE PURPOSE OF SHARING SIGNIFICANT INFORMATION ABOUT SEX OFFENDERS.

RECOMMENDATION NO. 11:

NECESSARY PROCEDURES SHOULD BE DEVELOPED TO FACILITATE THE SHARING OF INFORMATION BY INSTITUTIONAL AND PAROLE STAFF.

RECOMMENDATION NO. 12:

SPECIALIZED PAROLE CASELOADS SHOULD BE ESTABLISHED FOR THE SURVEILLANCE/CONTROL AND TREATMENT OF SEX OFFENDERS.

RECOMMENDATION NO. 13:

SPECIALIZED PLACEMENT FACILITIES SHOULD BE DEVELOPED FOR SEX OFFENDERS.

RECOMMENDATION NO. 14:

BASIC ACADEMY COURSES SHOULD BE REVISED TO INCLUDE THE TOPICS OF SEXUAL ASSAULT AND SEX OFFENDERS.

RECOMMENDATION NO. 15:

ADVANCED TRAINING OF SELECTED YOUTH AUTHORITY STAFF WHO HAVE ASSESSMENT OR TREATMENT RESPONSIBILITIES SHOULD BE PROVIDED.

RECOMMENDATION NO. 16:

A CADRE OR TEAM OF STAFF WITH SPECIALIZED TRAINING ON SEX OFFENDER DYNAMICS AND INTERVENTION WHO COULD SERVE AS IN-HOUSE CONSULTANTS TO OTHER STAFF SHOULD BE ASSIGNED TO EACH FACILITY AND PAROLE REGION.

RECOMMENDATION NO. 17:

MANAGERS SHOULD CONDUCT ANNUAL ASSESSMENTS OF THE OPPORTUNITIES TO TRAIN LINE STAFF ON SEXUAL ASSAULT AND SEX OFFENDER ISSUES.

RECOMMENDATION NO. 18:

PROFESSIONALS IN THE COMMUNITY WHO WORK WITH ADOLESCENTS INCLUDING PROBATION OFFICERS, LAW ENFORCEMENT OFFICERS, COURT PERSONNEL, YOUTH SERVICE WORKERS AND THERAPISTS SHOULD BE GIVEN OPPORTUNITIES FOR TRAINING ON SEXUAL ASSAULT AND SEX OFFENDERS.

RECOMMENDATION NO. 19:

THE DEPARTMENT SHOULD INITIATE RESOURCE SHARING FOR STAFF TRAINING TO INCLUDE OTHER STATE AGENCIES, PRIVATE RAPE CRISIS PROGRAMS, AND CHILD ABUSE EXPERTS.

RECOMMENDATION NO. 20:

THE DIRECTOR SHOULD MEET WITH THE YOUTHFUL OFFENDER PAROLE BOARD REGARDING THE NEED FOR TRAINING OF BOARD MEMBERS ON SEX OFFENDER ISSUES.

RECOMMENDATION NO. 21:

OFFENDERS SHOULD BE SENSITIZED TO THE IMPACT OF THE CRIME ON THE VICTIM.

RECOMMENDATION NO. 22:

STAFF AND OFFENDERS SHOULD UNDERSTAND THE PROCESS OF VICTIMIZATION.

RECOMMENDATION NO. 23:

VICTIMS SHOULD BE INVOLVED IN A VARIETY OF WAYS IN INSTITUTIONS AND COMMUNITY-BASED RESIDENTIAL PROGRAMS TO DISCUSS THE IMPACT OF CRIME ON VICTIMS.

RECOMMENDATION NO. 24:

THE CONFRONTATIONAL MODEL OF VICTIM OFFENDER INTERACTION SHOULD NOT OCCUR UNLESS THE STAFF ARE HIGHLY TRAINED.

RECOMMENDATION NO. 25:

PATTERNS OF VICTIMIZATION BEHAVIOR SHOULD BE OBSERVED IN THE INSTITUTION.

RECOMMENDATION NO. 26:

VICTIM NOTIFICATION PROCEDURES NEED TO BE REVIEWED, REVISED AND EXPANDED.

RECOMMENDATION NO. 27:

SELECTED STAFF SHOULD BE TRAINED ON RAPE-TRAUMA SYNDROME AND ON INVESTIGATIVE TECHNIQUES FOR SEXUAL ASSAULT IN INSTITUTIONS.

RECOMMENDATION NO. 28:

A VICTIM SERVICES CONTACT PERSON SHOULD BE IDENTIFIED IN EACH INSTITUTION AND PAROLE REGION.

RECOMMENDATION NO. 29:

READING MATERIALS AND FILMS AT YOUTH AUTHORITY INSTITUTIONS SHOULD BE SCREENED TO ASSURE THEY ARE NOT DESCRIBING OR PROMOTING SEXUAL ASSAULT.

RECOMMENDATION NO. 30:

THE DEPARTMENT SHOULD INITIATE INTERAGENCY NETWORKS FOR PEOPLE WORKING WITH ADOLESCENT SEX OFFENDERS.

RECOMMENDATION NO. 31:

INSTITUTIONS AND CAMPS BRANCH SHOULD DETERMINE INTERAGENCY NETWORKING OPPORTUNITIES AVAILABLE IN THE COMMUNITY THAT MIGHT BE BENEFICIAL FOR INSTITUTIONAL THERAPISTS AND PAROLE AGENTS.

RECOMMENDATION NO. 32:

THE DEPARTMENT SHOULD TAKE THE LEAD IN ENCOURAGING THE COUNTIES TO INTERVENE EARLIER WITH SEX OFFENDERS.

RECOMMENDATION NO. 33:

THE INFORMATION MANAGEMENT DIVISION SHOULD CONSISTENTLY DEFINE AND SEPARATELY AGGREGATE COMMITMENTS TO THE YOUTH AUTHORITY FOR SEX OFFENSES SO THE REPORTING IS COMPATIBLE WITH BUREAU OF CRIMINAL STATISTICS REPORTING AND A MORE COMPLETE REPORTING OF COMMITMENTS FOR SEX OFFENSES IS PROVIDED.

RECOMMENDATION NO. 34:

THE INFORMATION MANAGEMENT DIVISION SHOULD INCLUDE THE PRIOR OFFENSE RECORD OF YOUTH AUTHORITY WARDS IN THE OBITS DATA SYSTEM.

RECOMMENDATION NO. 35:

A RESEARCH PROJECT SHOULD BE CONDUCTED WHICH IDENTIFIES AND ANALYZES THE PRIOR REPORTED SEX OFFENSES AND OTHER OFFENSES WITH SEXUAL OVERTONES OF YOUTH AUTHORITY WARDS.

RECOMMENDATION NO. 36:

THE DEPARTMENT SHOULD REQUEST THE BUREAU OF CRIMINAL STATISTICS TO CONDUCT ADDITIONAL ANALYSIS OF ITS DESCRIPTIVE AND TREND DATA ON RAPE, CHILD MOLESTATION AND OTHER SEX OFFENSES ON SUCH CHARACTERISTICS AS AGE, SEX, ETHNICITY AND COUNTY OR GEOGRAPHIC AREA OF ADOLESCENT SEX OFFENDERS.

RECOMMENDATION NO. 37:

A DESCRIPTIVE RESEARCH PROJECT SHOULD BE CONDUCTED TO IDENTIFY AND DESCRIBE THE NATURE AND EXTENT OF PRIOR SEXUAL VICTIMIZATION OF YOUTH AUTHORITY WARDS WHO ARE SEX OFFENDERS.

Recommendations (Continued)

RECOMMENDATION NO. 38:

RANDOM SELECTION OF PARTICIPANTS IN A MODEL TREATMENT PROGRAM SHOULD BE CONSIDERED AS A METHOD TO DETERMINE PROGRAM EFFECTIVENESS.

RECOMMENDATION NO. 39:

PROGRAMS FOR SEX OFFENDERS SHOULD BE MONITORED REGULARLY AND, IF NECESSARY, MODIFICATIONS MADE TO INSURE THAT THESE PROGRAMS ARE RESPONSIVE TO THE TREATMENT NEEDS OF WARDS OF ALL ETHNICITIES.

RECOMMENDATION NO. 40:

THE DEPARTMENT SHOULD COORDINATE ITS RESEARCH EFFORTS WITH THE EXPERIMENTAL EVALUATION MANDATED FOR THE DEPARTMENT OF MENTAL HEALTH.

RECOMMENDATION NO. 41:

THE DEPARTMENT SHOULD SPONSOR LEGISLATION TO EXPAND THE 290 PC REGISTRATION REQUIREMENTS TO JUVENILE SEX OFFENDERS.

COMMENTARY

TREATMENT OF SEX OFFENDERS

The protection of society requires more than simply incarcerating sex offenders for specified periods of time, which in and of itself does not reduce future risk of reoffending. Some testimony presented held that many adolescent sex offenders can be treated and rehabilitated in spite of habitual predatory patterns of behavior. The goal of treatment for sex offenders is for them to function in the community without reoffending, not just to be managed in an institutional setting. It must be recognized, however, that some sex offenders are firmly entrenched in their deviant behavior, are intractable and are not amenable to change.

The causal factors of sex offenses tend to be multiple in nature and involve complex chains of precursors. Most high-risk sex offenders have an addictive, compulsive pattern of behavior which requires intensive treatment to reduce deviant arousal. Sex offending is often maintained by masturbatory aggressive fantasies which rehearse and heighten the offense. Staff can learn to identify the offending patterns of behavior by observing wards in their everyday behavior and interaction. Sex offenders tend to be ignorant of normal sexuality and carry many distorted myths in their belief system. Poor social skills are common in sex offenders who have been unable to develop and maintain normal and appropriate heterosexual relationships.

An understanding of the victimization phenomena is also essential, both to realize the impact on the victim and to recognize the cycle of the victim becoming an offender. Sex offender treatment must focus on the victim and the capacity for empathy and remorse must be evident if the offender is to be successfully treated. The sex offender must deal with the reality of the offense, accept responsibility and accountability accordingly, and develop an awareness of the impact upon victims.

Followup is essential for the maintenance of control and change, which begins and develops within the institutional treatment program. It is advisable that procedures to facilitate a continuum of treatment from institutions to parole be undertaken. This would require joint treatment planning by institutional and parole staff, including pre- and post-contact for information sharing, feedback, control and treatment purposes. The addition and development of specialized parole caseloads, specialized residential placement facilities, and treatment resources within the community should also be examined.

RECOMMENDATION NO. 1:

AN ASSESSMENT PROCEDURE SHOULD BE ESTABLISHED AT THE RECEPTION CENTERS TO IDENTIFY THE VARIOUS LEVELS OF NEED FOR CONTROL AND TREATMENT OF EACH SEX OFFENDER.

Commentary:

An accurate assessment during the intake and diagnostic process is a key aspect to sex offender programming. Intake staff must be trained to look beyond a commitment offense to be able to recommend treatment needs. At

least one specialist on sex offenders should be identified at each reception center-clinic and be assigned all identified and suspected sex offenders or be available for consultation.

Clinic staff should determine the level of program involvement needed and identify low, moderate, and high-risk sex offenders to facilitate their assignment to the appropriate program.

RECOMMENDATION NO. 2:

COUNSELING SERVICES SHOULD BE PROVIDED FOR ALL SEX OFFENDERS.

Commentary:

Each sex offender should be offered an opportunity to participate in treatment which corresponds to the offender's levels of risk and responsiveness. A system of treatment with various levels of intensity should be available. The following levels of service are suggested:

a. Low Risk - Counseling by assigned Youth Counselor in a regular program with support of the institutional specialist on a consultation basis.

b. Moderate Risk - Assignment to a weekly specialized sex offender group at each institution, co-led by a trained male and female team, as a supplement to individual counseling.

c. High Risk - Assignment to special counseling/intensive treatment programs.

RECOMMENDATION NO. 3:

A MODEL INTENSIVE TREATMENT PROGRAM EXCLUSIVELY FOR SEX OFFENDERS SHOULD BE ESTABLISHED.

Commentary:

It was widely suggested by Youth Authority and community representatives alike that a model intensive program for high-risk offenders should be established. There was a divergence of opinion that such a program should be designed exclusively for sex offenders or whether they could be effectively treated together with other offenders. The Youth Authority currently has the latter (Oak) and the Task Force suggests the establishment of an exclusive program on a pilot basis. (See Appendix D)

RECOMMENDATION NO. 4:

MINORITY, BILINGUAL AND FEMALE STAFF SHOULD BE ASSIGNED TO SEX OFFENDER TREATMENT PROGRAMS.

Commentary:

A majority of Youth Authority wards are ethnic minority and/or Spanish speaking and a significant number are committed for sex offenses or have sex offenses in their prior record. The sex offender has a distorted view of women and women's roles. Many times, he is either fearful or hostile toward women. He most frequently views women only as objects for sexual gratification. A program for sex offenders must include trained female and minority staff who can participate directly in the treatment approach.

RECOMMENDATION NO. 5:

ALL TREATMENT APPROACHES SHOULD HAVE COMPONENTS WHICH FOCUS UPON THE SEX OFFENDER AS POSSIBLY HAVING BEEN A VICTIM.

Commentary:

Repeated testimony supported the contention that early victimization is often related to later maladaptive behavior. The cycle of a victim becoming a victimizer is an important aspect of the treatment process. The Task Force recommends that staff be trained in the victimization issues to facilitate their work with wards. One word of warning was given, however. This area is not to be treated lightly. Staff must be well trained to deal with the possible ramifications of a ward (or staff member) acknowledging prior sexual assault.

RECOMMENDATION NO. 6:

NETWORKING OF INSTITUTIONAL TREATMENT STAFF WITH PAROLE AND COMMUNITY AGENCIES SHOULD OCCUR ON A PLANNED BASIS.

Commentary:

With institution, parole and community networking, innovative treatment methods can be developed, exchanged, and followed for continuity. Complex treatment problems would benefit from mutual consultation and feedback of outcomes would improve the quality of treatment. In addition, continuity of relapse prevention would be strengthened through such a network. Also, intra- and inter-institutional networking would more effectively coordinate staff responsible for classification, program administration, living unit supervision and counseling of sex offenders within the institutions.

RECOMMENDATION NO. 7:

TREATMENT SERVICES FOR SEX OFFENDERS ON PAROLE SHOULD BE IDENTIFIED/DEVELOPED BY PROVIDING FINANCIAL RESOURCES TO CONTRACT FOR THERAPY SERVICES, DEVELOPING CRITERIA (STANDARDS) TO ASSESS QUALIFICATIONS OF PRIVATE THERAPISTS PROVIDING THIS SERVICE, AND BY EXPLORING THE FEASIBILITY OF A PAROLE OUTPATIENT CLINIC PROGRAM.

Commentary:

Financial resources should be allocated to parole regions to contract with therapists who are knowledgeable about sex offender treatment. As is already documented, this group of offenders need competent attention. Currently, the low bidder is awarded the contract for services in the community. The low bidder is not always the most competent. The Task Force recommends the allocation of funds specifically for the screening and hiring of therapists experienced and qualified in sex offender treatment. The Task Force found that qualified therapists are difficult to locate and that the Department will have to place a special emphasis on this service need. In fact, in some areas, the Department may have to target funds to train therapists who are capable and willing, but not yet sufficiently knowledgeable. The Task Force is concerned that the generalist is not meeting the needs of sex offenders. This subject demands awareness and knowledge not commonly held by many treatment professionals.

Criteria should be developed for assessing the qualifications of contract therapists who are interested in treating sex offenders. The Task Force is confident that guidelines by which therapists could be evaluated can be developed. Such areas as treatment modality, knowledge of the literature, case examples, sexuality awareness, and training would be relevant for evaluating a therapist's suitability.

The Department should explore an outpatient clinic model similar to the one operated by the Department of Corrections. The Task Force was impressed with this resource and proposes that the Youth Authority examine its feasibility.

RECOMMENDATION NO. 8

EFFECTIVENESS OF SEX OFFENDER TREATMENT PROGRAMS SHOULD BE EVALUATED BY MONITORING OUTCOMES.

Commentary:

The evaluation of the effectiveness of sex offender treatment programs should be by long-term tracking to determine functional outcome in the community. Long-term tracking includes data from case history, entry assessment of the level of risk, clinical decisions and the course of treatment, exit level of functioning, periodic reassessment and outcome data of functioning in the community. There should be feedback to clinical staff to reinforce or modify the direction of their treatment and to identify the accurate predictors of successful outcomes or the risk of reoffending. We should assess pretreatment characteristics of the adolescent sex offender which might be related to the risk of recidivism or related to treatment effectiveness. Measures should reflect the degree of in-treatment change as well as post-release behavior maintained.

Assessment should also include the Attitude Toward Women Scale, pre- and post-testing.

SURVEILLANCE AND CONTROL

The responsibility for surveillance and control primarily involves the post-release phase of the correctional system, parole services, working cooperatively with law enforcement. The need for surveillance and control within the institutional setting is in the areas of identifying predatory and intractable wards, exerting appropriate behavior management controls, providing protective custody to weak and vulnerable sex offenders, and in providing a secure and controlled environment for the treatment of sex offenders who are amenable to such services.

The parole supervision aspect of surveillance and control focuses upon the need for close liaison and cooperation with law enforcement and increased case planning and coordination with institutions. Recurring themes in the testimony were the need to consider the establishment of specialized caseloads and residential placement facilities, for the surveillance and control of sex offenders and for support and treatment in appropriate cases as well. All law enforcement representatives urged the Department to explore ways to develop useful profiling material and to better track sex offenders in order to aid in their enforcement efforts--both preventive and investigatory.

RECOMMENDATION NO. 9:

A POLICY SHOULD BE DEVELOPED MANDATING THAT ALL PAROLED SEX OFFENDERS REPORT TO THE LOCAL LAW ENFORCEMENT AGENCY FOR IDENTIFICATION, INFORMATIONAL AND CONTROL PURPOSES.

Commentary:

All police and sheriffs' departments now have a person responsible for sexual assault investigations. It is important for those investigators to have a personal awareness of the ward's appearance at the time of release on parole. Many wards grow and change physically while in custody. The Task Force recommends that a policy be established that known sex offenders must report to the sexual assault investigator within seven days of release. The Sexual Assault Investigators' Association offered this recommendation and would be willing to assist in the implementation of such a policy.

RECOMMENDATION NO. 10:

REGULAR CONTACT SHOULD BE MAINTAINED WITH LAW ENFORCEMENT FOR THE PURPOSE OF SHARING SIGNIFICANT INFORMATION ABOUT SEX OFFENDERS.

Commentary:

The Task Force recommends that regular and ongoing contact be maintained with law enforcement and that it be on a frequent basis. This would significantly enhance justice system capability to control sex offenders through shared knowledge and coordinated and cooperative surveillance and monitoring efforts, thereby increasing public safety.

There is growing evidence that offenders can be profiled. Profiling includes analyzing the offenders method of operation, pattern of victimization and living habits. Sex offenders, particularly child molesters, are often part of a network where victims are shared. Profiling is of particular importance as the Department moves toward closer cooperation with law enforcement.

The Task Force recommends the development of a pilot effort for exploring profiling possibilities. The FBI has developed some profiling procedures and is willing to work with the Department on this concept for young offenders. There are also clear indications from law enforcement that they would strongly support and actively participate in such an effort.

RECOMMENDATION NO. 11:

NECESSARY PROCEDURES SHOULD BE DEVELOPED TO FACILITATE THE SHARING OF INFORMATION BY INSTITUTIONAL AND PAROLE STAFF.

Commentary:

The Task Force heard from both institutional and parole staff that they receive incomplete information. For example, Parole staff would find incident reports about sexually-related behavior in the institutions useful, and institutional staff would welcome feedback on parole adjustment, such as copies of case summaries and parole reports.

RECOMMENDATION NO. 12:

SPECIALIZED PAROLE CASELOADS SHOULD BE ESTABLISHED FOR THE SURVEILLANCE/CONTROL AND TREATMENT OF SEX OFFENDERS.

Commentary:

There are a number of areas in the State where sex offenders could comprise a complete caseload. Where possible, specialized caseloads are recommended. When this is not feasible, at least one agent should have enough specialized training to act as a consultant to other agents. As the subject of sexual assault receives more attention, it is the Task Force's opinion that more cases will be identified and the need for specialization will increase. Specialized caseloads will allow for maximum attention by an agent to the unique aspects of these offenders. Such specialization would also facilitate accomplishing some of the other recommendations in this report. Parole Agents should be selected on the basis of their willingness to work with a difficult population, awareness of sexuality issues, and agreement to participate in special training. Where there are not enough numbers for an entire caseload, the Task Force recommends the additional cases be those who require high surveillance such as violent offenders or drug abusers.

RECOMMENDATION NO. 13:

SPECIALIZED PLACEMENT FACILITIES SHOULD BE DEVELOPED FOR SEX OFFENDERS.

Commentary:

Residential resources for sex offenders are needed. One of the most often heard comments was the need for adequate and supervised living arrangements upon release. No one wants sex offenders in their neighborhood and yet the parole options are usually low-cost hotels, family members who may have children or who are themselves criminally oriented (e.g., incest), or their own homes where the victim may live nearby. The Task Force feels there is a need to examine the extent of the problem, the options available and to explore external funding sources.

TRAINING

Staff working with sex offenders need additional training in issues related to sexual assault victims, sex-offender dynamics and treatment, early victimization, and staff sensitivity; for example, personal biases and intolerance. Training which has been received has been largely self-initiated and/or of brief duration. The Task Force Survey questions related to training were almost unanimously responded to in the affirmative in terms of the need for more training. This need was voiced from staff from all disciplines, and included most departmental staff.

RECOMMENDATION NO. 14:

BASIC ACADEMY COURSES SHOULD BE REVISED TO INCLUDE THE TOPICS OF SEXUAL ASSAULT AND SEX OFFENDERS.

Commentary:

Although the total number of known sex offenders in the Department is a smaller fraction than other offenses, the actual numbers are hidden. Our system does not take into account sex offenses where the more serious crime was; for example, a homicide which was a rape where the victim was killed. It also tends not to include those charges which were negotiated down (i.e., rape to assault) or dropped, such as a child molest where the victim or victim's family chose not to testify. Further, it does not count those offenders with prior sex offenses. Speculating on the projected numbers, most staff will encounter a sex offender during their career in the Youth Authority. The courses at the Academy have been standardized with only occasional revision for new topics. In addition, the same instructors tend to be used regardless of their expertise in a particular area. The subject of sexual assault and sex offenders requires trainers who have practical experience and know the literature. Topics which should be covered would include sex-offender dynamics, impact of sexual assault on victims, sex-offender treatment modalities, sex education, staff sensitivity and biases, child abuse as it relates to delinquency, incest and dynamics of incestuous families, risk assessment and community resources.

RECOMMENDATION NO. 15:

ADVANCED TRAINING OF SELECTED YOUTH AUTHORITY STAFF WHO HAVE ASSESSMENT OR TREATMENT RESPONSIBILITIES SHOULD BE PROVIDED.

Commentary:

Selected staff, such as clinic personnel who prepare diagnostic assessment reports, psychiatrists, psychologists, social workers, parole agents, and casework supervisors should receive advanced training. Testimony received during the hearings highlighted the lack of current knowledge on treatment techniques and modalities. Clinic staff are the first to see the ward and make recommendations to the YOPB. They need to be trained in assessing amenability for treatment of wards and to know what program might be appropriate both within and outside the Youth Authority. Therapists on the whole are selftaught since most professional schools do not teach this subject. The field is changing rapidly and innovations are occurring daily. Our staff must be brought up-to-date with the "state-of-the-art." For those who had some training, Dr. Nicholas Groth was often quoted. We now know there are many others working with sex offenders who can offer additional information.

RECOMMENDATION NO. 16:

A CADRE OR TEAM OF STAFF WITH SPECIALIZED TRAINING ON SEX OFFENDER DYNAMICS AND INTERVENTION WHO COULD SERVE AS IN-HOUSE CONSULTANTS TO OTHER STAFF SHOULD BE ASSIGNED TO EACH FACILITY AND PAROLE REGION.

Commentary:

It is neither practical nor necessary to have large numbers of staff trained in-depth on the subject of sex offenders. It is practical and necessary, however, to have some people highly trained so they can provide consultation to others. It is suggested that at least two per institution and two per parole region be identified for advanced training. Those selected may or may not necessarily have specialized sex-offender caseloads. Institutional and parole staff could consult with these staff on case evaluation and case management issues. They should be well versed in treatment issues as well as surveillance and law enforcement concerns.

RECOMMENDATION NO. 17:

MANAGERS SHOULD CONDUCT ANNUAL ASSESSMENTS OF THE OPPORTUNITIES TO TRAIN LINE STAFF ON SEXUAL ASSAULT AND SEX OFFENDER ISSUES.

Commentary:

Management has a responsibility to arrange for ongoing staff development. Staff awareness of the topics of sexual assault and sex offenders is very limited and in the very early stages of development. Line staff usually respond to attempts to provide interesting new information and managers do

have some opportunity to be creative. Occasionally managers could arrange for guest speakers at their staff meetings. The Department's Victim Services Coordinator is available for suggestions and the reader is referred to the Appendix for a list of experts. Each institution and parole region, based on need, should establish a training objective within the MBO process to address this subject area with a minimum of 4 hours to be provided to each staff member annually.

RECOMMENDATION NO. 18:

PROFESSIONALS IN THE COMMUNITY WHO WORK WITH ADOLESCENTS INCLUDING PROBATION OFFICERS, LAW ENFORCEMENT OFFICERS, COURT PERSONNEL, YOUTH SERVICE WORKERS AND THERAPISTS SHOULD BE GIVEN OPPORTUNITIES FOR TRAINING ON SEXUAL ASSAULT AND SEX OFFENDERS.

Commentary:

A variety of professional people in our communities are encountering both the victims and perpetrators of sexual assault. We cannot and must not operate in a vacuum. The State has a responsibility to provide leadership and direction in those issues where local communities cannot or will not. The Department should assess its ability to provide training on this subject and direct its Prevention and Community Corrections Branch to continue efforts to provide training. Existing courses can be revised and updated and new courses developed. In areas where training is already provided by other agencies, the Department can offer cosponsorship and other kinds of support as indicated.

RECOMMENDATION NO. 19:

THE DEPARTMENT SHOULD INITIATE RESOURCE SHARING FOR STAFF TRAINING TO INCLUDE OTHER STATE AGENCIES, PRIVATE RAPE CRISIS PROGRAMS, AND CHILD ABUSE EXPERTS.

Commentary:

Many respondents expressed interest in sharing staff resources for training purposes. These resources included a number of state agencies such as Mental Health and the Department of Corrections, private agencies dealing with adults and children, victim advocate programs, and local agencies such as probation and law enforcement. A pool of potential trainers to be shared cooperatively with minimal cost should be developed. This sharing of staff will have the additional benefit of promoting interagency networking, exposing our staff to other disciplines and opening the correctional setting to other justice system and human services delivery personnel.

RECOMMENDATION NO. 20:

THE DIRECTOR SHOULD MEET WITH THE YOUTHFUL OFFENDER PAROLE BOARD REGARDING THE NEED FOR TRAINING OF BOARD MEMBERS ON SEX OFFENDER ISSUES.

Commentary:

A frequent comment the Task Force heard was the need for Board members who are trained in the area of sex offender treatment. It appears that some of the Board members learn "on the job," do not have the time to learn about programs, and base some of their decisions on unverified information. The Department should offer to provide or to arrange for training of Board members. As decision-makers, the Youthful Offender Parole Board should have the best possible knowledge about the implications of a release, and those implications are of particular concern with the sex offender.

VICTIM AWARENESS 1/

The involvement of victims in the justice system should be an integral part of the Youth Authority operation. This involvement would include restitution, notification, staff sensitivity to the impact of crime, offender awareness of victim damage and offender accountability. One way to raise the awareness of staff and wards to the needs of victims is to solicit victim participation in our programs. The justice system must find ways to reinforce the belief that crime is wrong and that the justice system is accountable to victims.

The involvement of the victims of sex offenses in the justice system can also sensitize offenders to the impact of these crimes on victims. In a broader sense this will facilitate the understanding of the process of victimization, including the offender's own victimization which often starts the cycle.

Because of the complexity and sensitivity of sexual victimization, planning and implementation of a victim awareness program must be carefully developed and carried out by well-trained staff with some very specific criteria and safety conditions.

RECOMMENDATION NO. 21:

OFFENDERS SHOULD BE SENSITIZED TO THE IMPACT OF THE CRIME ON THE VICTIM.

Commentary:

Characteristically, the sex offender depersonalizes the victim to avoid awareness of the injury that has been done. He typically justifies the offense by continued depersonalization and rationalization. The offender's distortion often reverses the facts to the extreme of holding the opinion of "she wanted it, she enjoyed it." The offender's value system, concepts and myths of male and female relationships will structure the precursors of the offense and are a basis for what the offending behavior means.

1/ As used in this section, victim can refer to an actual victim, families of victims, or programs which serve victims such as victim witness units, rape crisis centers, child abuse programs and self-help groups.

RECOMMENDATION NO. 22:

STAFF AND OFFENDERS SHOULD UNDERSTAND THE PROCESS OF VICTIMIZATION.

Commentary:

The first step in understanding the process of victimization is a realization of the immediate impact and residual effects of this injury upon the victim. This can begin to shift the offender's views of other people's property and bodies and to develop a respect for other persons and their property.

The cycle of victimization which leads to an imprinting and a pattern of offending must be understood, as very frequently the offender selects a victim of the same age and situation that matches the offender's own early experience of being a victim of abuse.

Experts on adolescent abuse should be available to assist in assessing how a history of abuse impacts case planning. Copies of the Youth Authority publication "Adolescent Abuse: A Guide for Custody Personnel," should be provided to all staff.

The Task Force cautions the Department to be aware of the highly sensitive nature of raising issues such as molestation. There must be qualified staff to deal with the new awareness experienced by the wards and possibly the staff.

RECOMMENDATION NO. 23:

VICTIMS SHOULD BE INVOLVED IN A VARIETY OF WAYS IN INSTITUTIONS AND COMMUNITY-BASED RESIDENTIAL PROGRAMS TO DISCUSS THE IMPACT OF CRIME ON VICTIMS.

Commentary:

The idea of bringing offenders and victims together is very new and experimental. Based on testimony to the Task Force, there are many cautions to heed. A review of the literature done in July by the Youth Authority Research Division, however, offers some insights on how this concept can be implemented. To date there are two examples--Reconciliation and Confrontation. Reconciliation is primarily a restitution-type program for property crime. Confrontation is primarily direct venting of feelings, usually by rape victims to offenders, not necessarily the actual offender.

The approach needs to be expanded to other types of crimes and flexible enough to be not just confrontation. Testimony cautioned us to possible revictimization, especially with rape victims.

Testimony did suggest the use of victim-advocate staff in our programming and also revealed a number of Youth Authority programs which are already involving victims. These attempts must be explored, evaluated and expanded. In addition to actual personal presentations, wards and staff can be sensitized to victims' issues through the use of reading materials, films, and discussion groups.

RECOMMENDATION NO. 24:

THE CONFRONTATIONAL MODEL OF VICTIM OFFENDER INTERACTION SHOULD NOT OCCUR UNLESS THE STAFF ARE HIGHLY TRAINED.

Commentary:

As the testimony revealed and the review of the literature supported, guidelines must be developed for the involvement of victims. Correctional staff are seldom in contact with victims and to date have not had their consciousness raised regarding victims. For the most part, correctional staff are offender advocates who, by job assignment, have a more narrow view of the justice system. Confrontation alone stirs up intense earlier patterned reactions. A program which intends to assist in resolving the process of victimization must go much further to give the offender the opportunity to learn and mature, as well as to protect the victim from having old wounds reopened that may take longer to reheal.

Testimony also revealed a number of persons who could provide consultation and training to our staff as these ideas are formulated. Departmental staff who are currently involving victims in offender interaction activities should also be consulted. The July 1984 Review of the Literature spells out criteria for victim offender meetings. These criteria should be reviewed and adopted as general guidelines.

RECOMMENDATION NO. 25:

PATTERNS OF VICTIMIZATION BEHAVIOR SHOULD BE OBSERVED IN THE INSTITUTION.

Commentary:

To a minor and often subtle degree, the offender's pattern of victimizing behavior can be observed to be repeated on a nearly daily basis while in the institution. Astute observers will find many equivalents of the Modus Operandi (MO) of his offense and too often staff minimize these behaviors as simply "anti-authority." When the behaviors are most severe, it may be necessary to be cautious to protect both staff and other wards from the repeated predatory behavior. On the other hand, this can be "grist for the mill" of treatment interventions. Examples of this type of behavior for rapists include aggressive handshakes, intimidation, and the need to win every argument regardless of how insignificant. Visiting day also presents an opportunity for observation of child molesters if small children are on grounds.

RECOMMENDATION NO. 26:

VICTIM NOTIFICATION PROCEDURES NEED TO BE REVIEWED, REVISED AND EXPANDED.

Commentary:

The Task Force heard considerable testimony about the victim notification procedure. There is uncertainty about who is responsible, what problems

block adequate conveyance of the notification, or how the procedure is working. At times, there is apparently not enough diligence in a search for the victim to provide them notification. Secondarily, there is little idea of how to relate to a victim when they do respond.

A policy is needed at each institution on how victims will be treated. When victims attend a Board Hearing, there must be some safety measures to protect them from exposure to the offender while waiting for the hearing.

RECOMMENDATION NO. 27:

SELECTED STAFF SHOULD BE TRAINED ON RAPE-TRAUMA SYNDROME AND ON INVESTIGATIVE TECHNIQUES FOR SEXUAL ASSAULT IN INSTITUTIONS.

Commentary:

Although it happens infequently, there are occasions where wards are sexually assaulted while in custody. Those youth are labeled in a variety of ways, all degrading. These youth are rape victims but are usually not dealt with as victims. The Rape-Trauma Syndrome is well established as a set series of predicted reactions to sexual assault. Institution staff on the state and county levels should be trained about this syndrome and the appropriate way to respond. The assault can clearly determine future reactions and adjustments which might have lifelong negative consequences.

Training should also be done on the investigation and evidence collection techniques unique to institutional sexual assault. The material by Donald Cotton, Ph.D., and A. Nicholos Groth, Ph.D. in Victims of Sexual Aggression, "Sexual Assault in Correctional Institutions: Prevention and Intervention," should be consulted in developing the protocol.

RECOMMENDATION NO. 28:

A VICTIM SERVICES CONTACT PERSON SHOULD BE IDENTIFIED IN EACH INSTITUTION AND PAROLE REGION.

Commentary:

Due to the large and complex nature of this Department, there is the need to identify a contact person on victim issues in each institution and parole region. There are a number of good ideas being attempted but no central collection point. The Department's Victim Services Coordinator needs this linkage with all the branches. The contact person should be targeted for specialized training on victim issues and responsible for assuring safeguards in victim programming.

RECOMMENDATION NO. 29:

READING MATERIALS AND FILMS AT YOUTH AUTHORITY INSTITUTIONS SHOULD BE SCREENED TO ASSURE THEY ARE NOT DESCRIBING OR PROMOTING SEXUAL ASSAULT.

Commentary:

Concern was expressed about some of the books and films available to wards in institutions. This material contains graphic descriptions of rape and other violent behaviors. Though the connection between fantasies and sexual assault is well documented, the relationship of pornography to sexual assault is being debated. As the debate continues, the Department should act on the side of caution and not allow these materials to be available. A review procedure would be time-consuming, costly and difficult; however, the Task Force recommends that this area be examined.

INTERAGENCY NETWORKING

The Task Force received consistent testimony regarding the need for interagency networking opportunities. The Task Force itself, in fact, acted as a catalyst in some areas. Many witnesses expressed their feeling of isolation in working with adolescent sex offenders and others expressed total ignorance of available resources or how to develop resources. The "state-of-the-art" will only be advanced if there are opportunities to share failures and successes.

RECOMMENDATION NO. 30:

THE DEPARTMENT SHOULD INITIATE INTERAGENCY NETWORKS FOR PEOPLE WORKING WITH ADOLESCENT SEX OFFENDERS.

Commentary:

A common theme during the hearings was a sense of isolation or aloneness that many staff experience. People need the opportunity to share their failures and successes. They need to experiment and have the opportunity to make the system work more effectively. This can be accomplished in part by providing leadership in interagency networking. As a result of the recently completed Adolescent Sex Offender Training Seminars, a beginning framework is in place in that the last session of the seminar allowed the participants to meet together geographically. The Prevention and Community Corrections Branch should be directed to facilitate follow-up meetings in partnership with Parole.

The Task Force envisions these networks focusing on resource identification, case consultation, and exploration of methods to improve treatment approaches and control measures. These networks would further bring together the various aspects of the system with similar or compatible interests. This sharing would lead to better case investigations, case management, and improved services to perpetrators and victims.

RECOMMENDATION NO. 31:

INSTITUTIONS AND CAMPS BRANCH SHOULD DETERMINE INTERAGENCY NETWORKING OPPORTUNITIES AVAILABLE IN THE COMMUNITY THAT MIGHT BE BENEFICIAL FOR INSTITUTIONAL THERAPISTS AND PAROLE AGENTS.

Commentary:

The feelings of isolation experienced by institutional staff can be alleviated by providing occasional opportunities for treatment staff to meet with each other and with community-based networks. The Task Force recommends that staff working with sex offenders in the institution be encouraged to participate in the networks described above.

RECOMMENDATION NO. 32:

THE DEPARTMENT SHOULD TAKE THE LEAD IN ENCOURAGING THE COUNTIES TO INTERVENE EARLIER WITH SEX OFFENDERS.

Commentary:

The Youth Authority is now in the forefront on this issue. The Department should continue to support early identification and intervention in sexual assault by juveniles. The State should provide technical assistance to the counties needing resources, expertise and direction. The leadership provided to date has strong support and interest. Early intervention is crime and delinquency prevention in a true sense, and most importantly, victim prevention.

RESEARCH AND EVALUATION

Written documents and testimony provided a considerable amount of information to the Task Force. Nevertheless, gaps in knowledge about adolescent sex offenders in California, especially in the Youth Authority, place some limitations on effective policy and program planning and implementation. Recommendations for improved descriptive and evaluative information about adolescent sex offenders call for resources and cooperation from several segments of California's Criminal Justice System.

RECOMMENDATION NO. 33:

THE INFORMATION MANAGEMENT DIVISION SHOULD CONSISTENTLY DEFINE AND SEPARATELY AGGREGATE COMMITMENTS TO THE YOUTH AUTHORITY FOR SEX OFFENSES SO THE REPORTING IS COMPATIBLE WITH BUREAU OF CRIMINAL STATISTICS REPORTING AND A MORE COMPLETE REPORTING OF COMMITMENTS FOR SEX OFFENSES IS PROVIDED.

Commentary:

Consistent compatible information about sex offenses and offenders across all segments of the California Criminal Justice System will enable policy and program planning to describe and report the nature and scope of the problem more clearly. For example, the categories used to identify sex offenses in major information systems differ. The Bureau of Criminal Statistics, as does the FBI, reports on "forcible rape." The Youth Authority reports on "rape (violent)." While the specific offenses included in these categories may be similar, clarity in public education

would be improved with consistent terminology. Moreover, the Youth Authority currently includes sex offenses other than "rape (violent)" in "all other offenses" in the most frequently reported tables. More specific information on sex offenders is available in OBITS. Reporting all commitment offenses which are sex offenses would more clearly identify the scope of the problem.

RECOMMENDATION NO. 34:

THE INFORMATION MANAGEMENT DIVISION SHOULD INCLUDE THE PRIOR OFFENSE RECORD OF YOUTH AUTHORITY WARDS IN THE OBITS DATA SYSTEM.

Commentary:

Consistent information on prior record is needed in order to better understand, classify and assess risks and needs of all Youth Authority wards. The availability of information on prior offenses, including sex offenses, in OBITS would aid individual case planning. Aggregating information on priors would permit more sound program and policy planning, in this case for sex offenders. A more indepth picture of wards' histories and the development of sex offenses would emerge.

RECOMMENDATION NO. 35:

A RESEARCH PROJECT SHOULD BE CONDUCTED WHICH IDENTIFIES AND ANALYZES THE PRIOR REPORTED SEX OFFENSES AND OTHER OFFENSES WITH SEXUAL OVERTONES OF YOUTH AUTHORITY WARDS.

Commentary:

Members of the Task Force and several people presenting testimony expressed their concern about offenses with sexual overtones which appear to be antecedents to other sex offenses or are not identified as sexually related; for example, burglary of undergarments. A study should be developed to review a sample of case files in order to more fully describe sexually-related offenses.

RECOMMENDATION NO. 36:

THE DEPARTMENT SHOULD REQUEST THE BUREAU OF CRIMINAL STATISTICS TO CONDUCT ADDITIONAL ANALYSIS OF ITS DESCRIPTIVE AND TREND DATA ON RAPE, CHILD MOLESTATION AND OTHER SEX OFFENSES ON SUCH CHARACTERISTICS AS AGE, SEX, ETHNICITY AND COUNTY OR GEOGRAPHIC AREA OF ADOLESCENT SEX OFFENDERS.

Commentary:

Focused analysis will aid in describing the nature and extent of adolescent sex offending in California.

RECOMMENDATION NO. 37:

A DESCRIPTIVE RESEARCH PROJECT SHOULD BE CONDUCTED TO IDENTIFY AND DESCRIBE THE NATURE AND EXTENT OF PRIOR SEXUAL VICTIMIZATION OF YOUTH AUTHORITY WARDS WHO ARE SEX OFFENDERS.

Commentary:

Many people testified at the hearings that their findings were that large numbers (often estimated at 80 to 85 percent) of sex offenders had themselves been sexually victimized at an early age. To increase knowledge about Youth Authority wards' early victimization, a descriptive research project should be conducted.

The design and implementation of such a study should use methods which are both valid from a research perspective and sensitive to victimization issues. Because of the retrospective nature of this study and the selected population, this study's findings should be clearly anticipated and used as descriptive information and not as causative or correlative data.

RECOMMENDATION NO. 38:

RANDOM SELECTION OF PARTICIPANTS IN A MODEL TREATMENT PROGRAM SHOULD BE CONSIDERED AS A METHOD TO DETERMINE PROGRAM EFFECTIVENESS.

Commentary:

Unless qualifying sex offenders in the Youth Authority have an equivalent probability of participating or not participating in the proposed major program, the evaluation of the program's effectiveness will be equivocal. Recognizing that programs for sex offenders are in their developmental stages, a program utilizing control and experimental groups would provide the Department a unique opportunity to find out if it works and, if so, how well and with whom.

RECOMMENDATION NO. 39:

PROGRAMS FOR SEX OFFENDERS SHOULD BE MONITORED REGULARLY AND, IF NECESSARY, MODIFICATIONS MADE TO INSURE THAT THESE PROGRAMS ARE RESPONSIVE TO THE TREATMENT NEEDS OF WARDS OF ALL ETHNICITIES.

Commentary:

One of the most prominent findings about sex offenders is that rates of arrest for rape are substantially higher among minorities. Therefore, Youth Authority programs for rapists and other sex offenders should be designed to be responsive to the treatment needs of wards of all ethnicities.

RECOMMENDATION NO. 40:

THE DEPARTMENT SHOULD COORDINATE ITS RESEARCH EFFORTS WITH THE EXPERIMENTAL EVALUATION MANDATED FOR THE DEPARTMENT OF MENTAL HEALTH.

Commentary:

The Relapse Prevention Program being implemented at Atascadero in early 1985 has an extensive research component. Only through replication and building on others' findings can a sound body of knowledge about sex offenders be developed.

LEGISLATION

Many of the Task Force recommendations can be implemented through current resource reallocation and procedural changes. Others, however, are more broad, impact local jurisdictions and would require legislation. The deadline for submitting legislation for 1985 was September and the registration issue was presented. What follows is a discussion of the areas discussed with and by the Task Force as needing legislative attention.

RECOMMENDATION NO. 41:

THE DEPARTMENT SHOULD SPONSOR LEGISLATION TO EXPAND THE 290 PC REGISTRATION REQUIREMENTS TO JUVENILE SEX OFFENDERS.

Commentary:

There was considerable testimony and discussion about the issue of registration by juvenile sex offenders. The large majority of verbal and written information, however, supported strongly the need for juvenile registration. Some opponents were concerned about labeling and singling out sex offenders. For that reason, the Task Force suggests a time limit on the registration as compared to the current procedure for adults. The Task Force also suggests the Department cooperate with a Department of Justice project to revamp the entire 290 PC procedure. The overwhelming support for registration cited the need to have better control of these offenders, to recognize the seriousness of their actions, and to use registration to help the ward recognize the importance of his behavior--that they must be held accountable.

CONCLUSION

Not providing treatment to young sex offenders at the first sign of their inappropriate behavior is tantamount to guaranteeing they will spend a considerable part of their lives in an institution and be a continuing social danger. The preceding recommendations can, for the most part, be implemented within existing resources, given some reordering of the Department's priorities. Others are experimental and would require added resources. The Department should consider approaching funding sources to solicit grants for innovative projects requiring additional resources.

The Task Force process was unique, extensive and comprehensive. The community responded positively and seemed appreciative of our presence and the opportunity to discuss this problem. Youth Authority staff were supportive and cooperative, and seemed to find the undertaking informative and worthwhile. A spinoff benefit to staff and community people is the beginning of a network to deal with sex offenders. Also, this process allowed for a good mix of correctional and law enforcement people with victim services organizations.

The process of having an interbranch group that solicited information internally and externally, should be attempted in other subject areas of major concern.

The Director is applauded for his foresight and leadership in undertaking this project.

APPENDIX A

APPENDIX A

SEX OFFENDER TASK FORCE MEMBERS

George McKinney - Co-Chair	Assistant Deputy Director Parole Services Branch Department of the Youth Authority
James Embree - Co-Chair	Assistant Deputy Director Institutions & Camps Branch Department of the Youth Authority
Sharon English, MSW	Victim Assistance Coordinator Community Services Consultant Department of the Youth Authority
Gary Lowe, LCSW	Supervising Casework Specialist Preston School of Industry Department of the Youth Authority
Dan Palmer, M.D.	Psychiatrist Preston School of Industry Department of Youth Authortiy
Fran Hinostro	Parole Agent I, San Diego Department of the Youth Authority
Elaine Duxbury	Chief of Research Department of the Youth Authority
Donald Cotton, Ph.D.	Psychologist, Bay Area
Toby Tyler, Detective	San Bernardino Sheriff's Department
Marcella De La Torre, Ph.D.	Psychologist Fred C. Nelles School Department of the Youth Authority
Terry Delgadillo	Staff Services Analyst Office of Criminal Justice Planning
Phil Herrero	Parole Agent I, Hayward Department of the Youth Authority
L. Lee Love	Staff Support Department of the Youth Authority

APPENDIX B

APPENDIX B

Survey Questions

DEPARTMENT OF THE YOUTH AUTHORITY

SEXUAL OFFENDER TASK FORCE

Format for Submission of Written/Verbal Information

SCOPE AND NATURE OF PROBLEM

1. How do you define "sex offender"?

2. What types of sex offenders are you encountering?

3. What do we need to know about sex offenders? Age at first offense, done in concert or alone, etc.?

4. How many have sex offenses in their background but not as a committing (or adjudicated) offense?

5. How many were victims themselves (physical or sexual abuse; neglect) and was the history of abuse documented?

6. How do you account for the dramatic increase in the incidence of sex offenses?

7. Are there significant cultural factors to be considered?

8. Have you experienced situations where families have encouraged deviant sexual behavior, i.e., incest, animals, prostitution, pornography?

TREATMENT SERVICES

1. What major components should be present in a model sex offender treatment program? Is there an optional length of time for the institutional phase?

2. Upon what literature/theory is your program or approach based? Indicators of effectiveness?

3. Does the Youth Authority need more programs and/or services specifically for sex offenders?

4. What community resources do you utilize? Which are most effective? What is a good measure of effectiveness?

5. What needed community resources are not available? Residential care and supervision, therapy, etc.?

6. What kinds of after-care services and followup are needed?

7. What types of coordination between institutional and parole and/or community services are needed?

SURVEILLANCE AND CONTROL

1. Are some sex offenders, in your opinion, not treatable? Which are the most difficult to treat?

2. Should they be segregated and otherwise controlled in the institutional setting?

3. Can sex offenders be profiled by their patterns of victimization and/or their method of operation? Please describe.

4. Should juvenile sex offenders be required to register?

5. Following discharge from parole, what surveillance/control measures are available, i.e., notification of law enforcement?

6. What other criteria or factors to minimize risk should be considered?

TRAINING

1. What type of training have you had in this area? Who provided it? Was it effective?

2. What additional training resources are needed? Where are they located?

VICTIMS

1. How can the Youth Authority work with victims of sex offenders?

2. What kinds of victim-offender reconciliation activities are realistic and appropriate for the Youth Authority?

APPENDIX C

APPENDIX C

INDIVIDUALS WHO TESTIFIED FOR TASK FORCE

Gail Abarbanel, Director, Rape Treatment Program, Santa Monica Hospital
Brian Abbott, Parents United
Nancy Acker, Ph.D., San Diego
Ron Ackerman, Parole Agent III, Stockton Parole Office
Norm Aherns, Parole Agent I, Bakersfield
Chris Andre, Adolescent Outreach Program, Contra Costa Rape Crisis
Bud Baber, Superintendent, DeWitt Nelson, Youth Authority
Diane Barnett, Social Worker/Parole Agent, DeWitt Nelson, Youth Authority
Steve Baron, Santa Clara County Superior Court
Sharon Blosl, Parole Agent, Youth Training School, Youth Authority
Elizabeth Borum, Ph.D., Contra Costa County Probation
Michael Bradbury, Ventura County District Attorney
John Brodie, Department of Justice, State of California
Erdma Brown, Ph.D., Adolescent Outreach Pgm., Contra Costa County Rape Crisis
Angela Curiale, Department of Corrections, State of California
Dennis Bruce, Private Therapist, Glenn County Mental Health
Ken Burr, Deputy District Attorney, Alameda County
Bob Carroll, Santa Clara County, Deputy Probation Officer
Chriss Carr, Deputy District Attorney, Los Angeles
Oliver Carter, Parole Agent I, Oakland Parole Office, Youth Authority
Donna Clontz, Deputy District Attorney, Ventura County
Geri Cottle, SLAM, Ventura County
Maureen Cudahy, Southern Reception Center-Clinic, Youth Authority
Billy Cox, Chula Vista Police Department
Dr. Edward Daube, Psychologist, Alborado, VRCC, Youth Authority
Sgt. Beth Dickinson, Los Angeles County Sheriff's Department
Barbara Distell, Northern Reception Center-Clinic, Wintu Program, Youth Authority
Dr. Dick Dodge, Private Psychologist, Riverside County
Margo Dunn, Director, Rape Crisis Center, Tehema County
Judith Embree, P.A. III, O. H. Close School, Youth Authority
Kay Emerick, Ph.D., Ventura Co. Correctional Svcs. Agency
Jeff Fagen, URSA, San Francisco
David French, Investigator, Stockton Police Department
Walt Friesen, Parole Agent III, Sacramento Parole Office, Youth Authority
Seth Goldstein, Investigator, District Attorney's Office, Santa Clara County
Georgia Grant, Parole Agent II, Youth Authority
Laura Greneeks, Ph.D., Youth Guidance Ctr., San Francisco Prob. Dept.,
Ken Gunn, Parole Agent II, Atascadero, Youth Authority
Roz Harris, Parole Agent III, Ventura School, Youth Authority
Dr. Thomas Hefter, Chief Medical Officer, Ventura School, Youth Authority
Jean Henderson, Southern Reception Center-Clinic, Youth Authority
Judge Pamela Iles, South Orange County Municipal Court
Dr. Marvin Jacques, Psychologist, Ventura School, Youth Authority
Rich Jeffries, Northern Reception Center-Clinic, Wintu Program, Youth Authority
Andrea Johnson, MSW, Northern Reception Center-Clinic, Youth Authority
Barbara Johnson, Youth Counselor, Youth Training School, SCP, Youth Authority
J. P. Johnson, Youth Counselor, Youth Training School, E & F Unit, Youth Authority

Dr. Ledro Justice, Psychiatrist, Youth Training School, Youth Authority
Pat Kahn, Santa Clara Valley Parole, Youth Authority
Sharon Koski, Director, Family Counseling Services, Rape Crisis Services, Indio
Ruth Kranovich, Supt., O. H. Close School, Youth Authority
Dr. Richard Laws, Atascadero State Hospital
Melinda Lasater, Deputy District Attorney, San Diego
Donald Lee, Los Angeles County Mental Health Judicially Committed Persons Pgm.
Dr. Linden, Psychiatrist, Nelles School, Youth Authority
Linda Lowe, Alameda County Probation Department
Robert Loza, San Francisco Parole Office, Youth Authority
Janice Marques, Ph.D., Department of Mental Health, Atascadero
Paul McCormick, Ph.D., Stockton
Gene Merlin, Supervisor, Alameda County Child Protective Services
Tim Miller, P.h.D., O. H. Close, Youth Authority
Ralph Navarro, Santa Clara Valley Parole, Youth Authority
Sally Newell, Director, Ventura County Child Abuse Council
Lois Norling, Associated with the Forensic Mental Health Associates
Linda Paoli, Social Worker, NRCC, Youth Authority
Judy Ravitz, Exec. Director, Los Angeles Comm. on Sexual Assault Against Women
James Redman, Ph.D., Contract Psychologist to Downey Parole Office
Lynn Reyman, Child Protective Services, Butte County
Forrest Rosser, Parents United, San Jose
Tom Rosson, Parole Agent II, Downey Parole Office, Youth Authority
Bill Safford, Southern Reception Center-Clinic, Youth Authority
Gloria Sandoval-Sullivan, Rape Treatement Program, Contra Costa County
Homer Schreiber, Ph.D., Contra Costa County Mental Health
Dee Shaffer, Ph.D., Atascadero State Hospital
B. F. Skipper, Detective, Orange Police Department
Steve Solari, Ph.D., Psychologist, Karl Holton, Youth Authority
Kim Sutterfield, Pacifica Youth Services Bureau, San Francisco
Ron Taylor, Santa Clara Valley Parole, Youth Authority
Dr. Oscar Valdez, Psychiatrist, Youth Training School, Youth Authority
Ernie Wallner, Southern Reception Center-Clinic, Youth Authority
Linda Walker, Clinical Social Worker, Family Stress Center, San Diego
Jim White, Parole Agent, Washington Ridge Camp, Youth Authority
Dr. Wynne, Psychiatrist, Nelles School, Youth Authority

APPENDIX D

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PROPOSAL FOR A SEX OFFENDER TREATMENT PROGRAM MODEL FOR THE YOUTH AUTHORITY

By: Gary Lowe, L.C.S.W.

PURPOSE

The primary purpose of a model adolescent sex offender program within the Youth Authority is to provide effective treatment for the sex offenders who participate. Since the state of the art has not progressed to the point that a list of effective treatment interventions is available, the purpose may be more accurately stated as the provision of treatment services which are innovative and designed to reduce the probability of recidivism among the treated wards. A secondary purpose is to improve the state of the art by collecting data and developing, testing and refining various treatment approaches.

PARTICIPANTS

Wards who have been committed to the Youth Authority for sex offenses or who have in their prior record adjudicated sexual offenses and have two years remaining prior to anticipated release, would be eligible for participation in the program.

LOCATION

The location of the program should be within an existing Youth Authority institution, within an individual-room living unit which has available adjacent rooms for conducting group processes and individual treatment.

STAFFING

To allow for the intensity needed to effectively work with these offenders it is recommended that the staffing pattern be at a minimum as that of the Specialized Counseling Programs already existing within our department:

Supervising Casework Specialist I	(1)
Parole Agent I/Social Worker	(1)
Senior Youth Counselor	(1)
Youth Counselors	(9)
Staff Psychologist	(1)
Registered Nurse	(1)
Clerical	(1)

It is essential to include women in all levels of the program staffing. It is also recommended that the ward population not exceed thirty-five (35), to allow for the intensity needed.

INTAKE

Referrals to the Sex Offender Program will be made by the Youthful Offender Parole Board, Director's Office and all programs throughout our Department. They will be prescreened by the already existing screening teams for Special Programs at various institutions. The Global Assessment Scale would be utilized for prioritizing need and a priority list will be maintained by the Population Management Section.

Wards assigned to the program by Population Management will participate in a predetermined assessment period during which time treatment staff conduct interviews, review file materials and conduct other assessments to evaluate the ward's need for inclusion in sex offender treatment. If it is determined that the ward needs specialized interventions and the program has the resources to meet the offenders individualized needs, he will be admitted. If he does not present the need or the program does not have the resources available to meet the ward's identified needs, he will be referred back to his referring program or an alternative program will be recommended.

STAFF TRAINING

After the treatment team is selected, it is recommended that they meet as a total team for a minimum of two weeks prior to receiving wards on the living unit. During this time the staff would receive overview training in sex offender profiling, needs assessment and recognized treatment intervention techniques. This will also provide time for team building and other program development activities. A training budget would be established to train staff to handle the special needs of this population. This should be set up within the guidelines for already existing Intensive Treatment and Specialized Counseling Programs training budgets.

VOLUNTEERS

A supervised volunteer program would be established on the living unit (especially female volunteers), to provide skill training, feedback about the values of more well adjusted people and break down the stereotypical views and myths that sex offenders have about women.

EVALUATION

The primary purpose of an evaluation is to determine the effectiveness of the treatment program.

Our Research Division needs to develop a variety of process and outcome measures to monitor treatment program fidelity, determine the effectiveness of treatment and identify the most accurate predictors of both reoffending and successful outcome.

We need to assess pretreatment characteristics of adolescent sex offenders which might be related to recidivism or are likely to be related to treatment effectiveness; the treatment process itself, in order to both accurately describe treatment and to analyze for possible differential treatment effectiveness of various treatment components; in-treatment change, as well as post-release behavior change and long-term effectiveness.

FOLLOWUP

At a minimum, the Parole Services Branch should develop a competence and expertise in the handling of adolescent sex offenders by providing special training and supervision for one or a few parole officers in each office and by assigning all paroled sex offenders to those specially qualified agents. These parole staff could receive a major portion of their training in the sex offender program and become a liaison to the program.

Many sex offenders on parole can benefit from a half-way house where intensive treatment can continue during their period of readjustment.

It is self-defeating to spend large sums on the incarceration and treatment of these offenders, and then to turn them loose in the community with little assistance or supervision during the critical weeks and months when they are using the newly learned behaviors and learning again how to live in freedom.

APPENDIX E

SELECTED BIBLIOGRAPHY
JUVENILE SEX OFFENDERS

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RESOURCES
JUVENILE SEX OFFENDERS

NETWORK of Professionals Encountering Adolescent Perpetrators of Sexual Molestation of Children, 1205 Oneida Street, Denver, Colorado 80220.

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